DOCUMENT RESUME

ED 122 103 CE 007 033

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TITLE Federal Funds for Research in Vocational Education.
PUB DATE 20 Apr 76
NOTE 23p.; Paper presented at the Annual American Educational Research Association Convention (San Francisco, California, April 20, 1976)

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS Educational Finance; Educational Legislation; Educational Policy; *Educational Research; *Federal Aid; *Federal Legislation; Federal Programs; Federal State Relationship; Program Descriptions; *State of the Art Reviews; *Vocational Education

ABSTRACT

An introduction is given to the current programs and legislation providing Federal funds for research in vocational education. Selected trends and issues in regard to the management of Federal research programs are discussed. A review is presented of the management of the Federal research programs in vocational education for fiscal year 1976. The work of the National Academy of Science's Committee on Vocational Education Research and Development is reviewed. Lastly, an analysis is made of each of the proposed pieces of new legislation for vocational education research. (Author)

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FEDERAL FUNDS FOR RESEARCH IN VOCATIONAL EDUCATION

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San Francisco, California
April 20, 1976

OEO070033

The Vocational Education Act of 1963, as amended, provides for discretionary funds for research, exemplary demonstrations, curriculum development, and bilingual vocational training. The authorization for research is a continuing piece of legislation, whereas, that for exemplary demonstrations, curriculum development, and bilingual vocational training is not.

The President's budget request for fiscal year 1977 asked for funds for Part C research and not for Part D exemplary demonstrations, Part I curriculum development, and Part J bilingual vocational training as Part C is the only authorization not expiring. However, if new vocational education legislation is passed prior to the enactment of the appropriations act for fiscal year 1977, the budget requests would be reprogrammed to respond to the new vocational education legislation.

This paper reviews the current legislation, the various proposals for new legislation, and some of the legislative issues as reflected in the various proposals.

The Vocational Education Act of 1963

The Vocational Education Act of 1963 as enacted contained Section 4(c) which provided for the Federal support of vocational education R&D. It provided for the U.S. Commissioner of Education to make discretionary project grants to institutions of higher education, State boards of vocational education, local educational agencies,

other public agencies, and non-profit private organizations and institutions. Section 4(c) authorized ten percent of the vocational education funds to be used for research, training programs, and experimental, developmental, or pilot programs. The grants required cost sharing. Applications submitted by local educational agencies required State board approval.

The 1968 amendments to the Vocational Education Act of 1963 contained three parts authorizing vocational education R&D. The three parts are Part C for research, Part D for exemplary demonstrations, and Part I for curriculum development.

The amended Act authorizes 10 percent of the basic authorization for vocational education for Part C research. The funds are allotted to States using the same formula as that applied to the basic State grants. The formula is applied to the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands. The term States as used in this paper includes all 56 political jurisdictions.

Fifty percent of the Part C funds are granted to the States for use by the State boards in accordance with their State plans. The State boards may use these funds to support up to 75 percent of the cost of the activities of the State Research Coordination Units (RCU's) and also up to 90 percent of the cost of grants and contracts to be awarded by the States. The States may award grants to and contracts with colleges

and universities, other public and non-profit agencies and institutions, and local educational agencies. They may also make contracts with private agencies, organizations, and institutions. The supported projects are for research, training, experimental, developmental, or pilot programs, and dissemination. Projects to be supported need to be recommended by the State RCU's or by the State advisory councils.

Fifty percent of the Part C funds are retained for discretionary use by the U.S. Commissioner of Education. The Commissioner can fund selected national and regional projects taking proportionate shares from each of the State allotments. The remaining funds will be used to make awards in each of the States according to the established formula. The Commissioner may award grants to and contracts with institutions of higher education, public and private agencies and institutions, State boards, and local educational agencies. However, only contracts may be made with private profit-making agencies, organizations, and institutions. Applications submitted by local educational agencies do require the approval of the State boards. The projects may be used to support research, training to familiarize vocational educators with research findings and successful pilot and demonstration programs, experimental, developmental, and pilot programs, projects designed to test the effectiveness of research findings, demonstrations, dissemination, and curriculum development. Cost sharing is required. In order for the Commissioner to fund an application, he needs to secure the advice of a panel of experts who are not employees of the Federal government.

The Part D program authorizes financial support for exemplary demonstrations to stimulate new ways to create a bridge between school and earning a living and to promote cooperation between public education and manpower agencies. The funds are allotted by State. The formula for this allotment is different from that used in the Part C program resulting in a smaller spread or range of dollars by State. Three percent of the funds are distributed on the basis of population ages 15 to 19 across Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands. Two hundred thousand dollars are allotted to each of the fifty States and the District of Columbia. The remaining monies are then allotted across the fifty States and the District of Columbia on the basis of population ages 15 to 19. No project may be supported for more than three years. Cost sharing is not required.

Fifty percent of the Part D funds are given as State grants to the States. The State boards may make grants for exemplary demonstrations to local educational agencies, other public or non-public private agencies, organization, and institutions, including businesses, and industrial concerns. The annual appropriations are available for obligation by the States for two fiscal years.

Fifty percent of the Part D funds are retained for discretionary use by the U.S. Commissioner of Education. The State distribution of funds applies to the Commissioner's half of the monies as well. The

Commissioner is authorized to make grants to or contracts with State boards, local educational agencies, and public or private agencies, organizations, or institutions. However, the Commissioner may make only a contract and not a grant to a private agency, organization, or institution that is not non-profit. State boards have disapproval authority on all applications submitted to the U.S. Commissioner of Education. The Commissioner is not required to secure non-Federal review of applications submitted to the Part D program. The annual appropriations for the Commissioner's discretionary projects are available until expended, and, therefore, do not need to be obligated by the end of the fiscal year.

The Part I program authorizes the U.S. Commissioner of Education to support projects for curriculum development in vocational and technical education. The purpose of the program is to enable the Commissioner to provide assistance in the development of curriculum for new and changing occupations and to coordinate improvements in, and dissemination of, existing curriculum materials. Funds may be used to develop and disseminate vocational education curriculum materials, to develop standards for curriculum materials, to coordinate the efforts of the States in the preparation of curriculum materials, to survey curriculum materials produced by other agencies of the government, including the Department of Defense, to evaluate curriculum materials, and to train personnel in curriculum development. The Commissioner is authorized to

make grants to or contracts with colleges and universities, State boards, and other public and private agencies and institutions. However, only contracts may be made with private agencies, organizations, and institutions which are not nonprofit. No cost sharing is required. There is no requirement for the Commissioner to secure the review of applications and proposals by non-Federal reviewers. There is no allocation of funds by State in this program and there is no requirement for State board review, approval, or disapproval of applications and proposals.

The 1974 amendments to the Vocational Education Act of 1963 added Part J to provide funds for the discretionary use of the U.S. Commissioner of Education for the purposes of vocational training for out-of-school youth and adults having limited English-speaking ability.

Proposed Legislation

At the present time, there are a number of vocational education bills before the U.S. Congress. Many of the current parts of the Vocational Education Act of 1963, as amended are expiring. Part C vocational education research is a continuing piece of legislation. However, Part D innovative demonstrations and Part I curriculum development expired at the end of fiscal year 1975 and have been operative during fiscal year 1976 under the authority of Section 414 of the General Education Provisions Act which automatically extends expiring educational legislation for an additional year if no new

legislation has yet been enacted.

The American Vocational Association (AVA) has sponsored a bill for renewing the vocational education legislation. It has placed four discretionary programs into one part of the bill. One section is for research supporting functions similar to the current Part C program. One section is for curriculum development supporting functions similar to the current Part I program. One section is for exemplary demonstrations supporting functions similar to the current Part D program. And one section is for personnel training supporting functions similar to the current Part F program for training vocational educational personnel authorized by the Education Professions Development Act. Part F as a piece of legislation is also expiring.

The American Association of Community and Junior Colleges (AACJC) has sponsored a bill for renewing the vocational education legislation. It would consolidate the current Part C research program, the current Part D exemplary demonstrations program, and the current Part I curriculum development program into one legislative authorization. At least twenty percent of the discretionary funds would have to be expended for each of the following three sets of functions - those currently supported by the Part C research program, those currently supported by the Part D exemplary demonstration program, and those currently supported by the Part I curriculum development program.

The Administration has sponsored a bill for renewing the vocational education legislation. It would consolidate the current

Part C research program, the Part D exemplary demonstrations program, the current Part I curriculum development program, and a portion of the current Part F personnel training program.

In addition, there are a number of bills that have been introduced that merely extend the current Vocational Education Act of 1963, as amended, for an additional five years. The various parts and their features would remain exactly as they are in the current legislation.

Senator Claiborne Pell introduced an omnibus education bill proposing new legislation for higher education, vocational education, and the National Institute of Education (NIE). The vocational education title contains a part extending the current Part D exemplary demonstrations program, a part extending the current Part I curriculum development program, and a part extending the current Part F personnel training program and did not contain a part extending the current Part C research program. The NIE title in the Pell bill proposed the establishment of three separate institutes within NIE, one for elementary and secondary education, one for vocational education, and one for postsecondary education. The Pell bill has been reviewed by the Senate's subcommittee on education and submitted to the full committee. The proviso for three separate institutes within NIE was deleted from the bill. The above new programs would become effective beginning in fiscal year 1978. The current discretionary programs would be extended through fiscal year 1977.

The subcommittee action added to the vocational education title

a part extending the current Part C research program and a part extending the current Part J bilingual vocational training program extending this latter part to include support for instructor training programs and development of instructional materials, methods, and techniques.

The Honorable Carl D. Perkins of the U.S. House of Representatives introduced a bill on March 29, 1976 proposing new legislation for vocational education. It proposes that five percent of the appropriations be reserved for the discretionary use of the U.S. Commissioner of Education for projects and programs of national significance. The funds would provide support for (1) individual contracts for applied research and development, exemplary and innovative demonstrations, curriculum development, and dissemination; (2) a National Center for Research in Vocational Education; (3) dissemination and utilization of instructional materials prepared for use by the armed forces; (4) bilingual vocational education for persons having limited English-speaking ability including training for instructors and development of instructional materials, methods, or techniques, and (5) training for vocational education personnel. It also proposes establishing a committee to coordinate vocational education research and related activities supported by the U.S. Office of Education, the National Institute of Education, and the Fund for the Improvement of Postsecondary Education. These discretionary funds would not be shared with the

States. However, the States would be authorized to use their basic State grant funds for the support of Research Coordinating Units and contracts for applied research and development, exemplary demonstrations, curriculum development, dissemination, as well as personnel training programs and bilingual vocational education programs. The above new programs would become effective beginning in fiscal year 1978. The current discretionary programs would be extended through fiscal year 1977.

In a recent development, the Administration has proposed to the Congress a comprehensive multi-billion dollar act for financial assistance for elementary and secondary education. The bill consolidates the programs presently authorized under Titles I, II, III, IV, and V of the Elementary and Secondary Education Act of 1965, the Education of the Handicapped Act, the Vocational Education Act of 1963, and the Adult Education Act. The proposed act would become effective beginning in fiscal year 1978. Title I of the proposed act contains all the general provisions relating to appropriations, allotments to States, and the State planning requirements. Title II contains the provisions for the grants to the States for elementary and secondary, handicapped, and adult education programs. Title III contains the provisions for the grants to the States for vocational education programs. Title IV contains provisions for discretionary funds for the U.S. Commissioner of Education for innovation, development, and dissemination activities relating to vocational education and education of the handicapped and certain special services relating to

education of the handicapped. None of the Title IV funds would be shared with the States. However, under Title III, the States would be permitted to use funds for research, development, and demonstration activities in vocational education.

Legislative Issues

Comparing the Vocational Education Act of 1963, as amended, and the vocational education legislative proposals that have been introduced by the Administration, the American Vocational Association, the American Association of Community and Junior Colleges, Senator Claiborne Pell as modified by the Senate subcommittee on education, and the Honorable Carl D. Perkins surfaces some key issues in regard to the system of Federal support for R&D and innovation in vocational education.

One issue concerns the Federal-State partnership feature, that is, the sharing of the discretionary funds on a fifty-fifty basis between the Federal government and the States. The Vocational Education Act of 1963, as amended, has this feature for Part C research and Part D exemplary demonstrations but not for Part I curriculum development and Part J bilingual vocational training. The Part F legislation for training of vocational educators authorized by the Educational Personnel Development Act does not provide for the sharing of funds between the Federal government and the States. The Administration's bill, the AVA bill, and the AACJC's bill all call for the sharing of

the discretionary funds on a fifty-fifty basis between the Federal government and the States. The AVA proposed bill includes provisions for this fifty-fifty sharing of the funds, even for the section providing funds for curriculum development and also for the section providing funds for personnel training. The Pell bill, as passed by the subcommittee, has this sharing feature for the parts for research and exemplary demonstrations but not for the parts for curriculum development, personnel training, and bilingual vocational training. And the Perkins bill does not provide for the sharing of the discretionary funds between the Federal government and the States, however, the States would be authorized to use their basic State grant funds for applied research and related activities.

The AACJC sponsored legislation contains a fifty-fifty sharing of the funds between the States and the U.S. Commissioner of Education. The States would divide their discretionary funds between secondary vocational education and postsecondary occupational education with at least forty percent of the funds being expended at each level. The Commissioner would allocate half of the discretionary funds to the Bureau of Occupational and Adult Education for secondary vocational education purposes and half of the funds to the Community College Unit in the Bureau of Postsecondary Education for postsecondary occupational education purposes.

I support the Federal-State partnership feature of the vocational education R&D system and believe it has been a positive one and should be continued.

A second issue concerns consolidation of the vocational education discretionary programs. The Administration's vocational education bill and the AACJC bill call for the consolidation of the discretionary programs. The Perkins bill calls for the consolidation of the research, curriculum development, and demonstration programs, but not the bilingual vocational education and personnel training programs. The AVA bill and the Pell bill do not call for the consolidation of the discretionary programs, but maintain separate legislative authorizations for each of the programs. I support the position that consolidation, or at least some degree of consolidation, would lead to more coordinative planning and overall impact.

A third issue with regard to the administration of the discretionary funds is the level at which the priorities are established. Should the U.S. Commissioner of Education's discretionary funds be for nationally established priorities and the States' discretionary funds for State priorities, or should both the Commissioner's and the States' discretionary funds be for individual State priorities? This issue, because there is not consensus with regard to it, creates conflict in the system for the Federal support of vocational education R&D. The current legislation contains this point of conflict for the Part C research program and the Part D exemplary demonstrations program, but not for the Part I curriculum development program.

The proposed legislation sponsored by the Administration, the AVA, the AACJC, the Pell bill, and the Perkins bill all call for the

U.S. Commissioner of Education's discretionary funds to be targeted on national priorities and not on individual priorities identified by each of the States. I support the position that the Commissioner's discretionary funds should be targeted on nationally identified priorities and that the States' discretionary funds should be targeted on State and local priorities. A cooperative and orderly process involving the States and the U.S. Office of Education for generating necessary data and inputs for setting the national priorities should be established.

Some matters related to the issue of national priorities vs. State priorities for the U.S. Commissioner of Education's discretionary funds are (1) Should the Commissioner's discretionary funds be allotted by State? and (2) What should be the role of the States in reviewing applications submitted to the Commissioner? The current legislation for Part C research and Part D exemplary demonstrations call for the Commissioner's portions to be allotted by State. The current Part I curriculum development and Part J bilingual vocational training programs do not call for a distribution of funds by State. All of the proposed legislation, other than that calling for a mere extension of the current legislation, contains no provisions for allocating the Commissioner's portion of the discretionary funds by State. I support the position that the Commissioner's discretionary funds should not be allotted by State.

In regard to the States reviewing applications and proposals submitted to the U.S. Commissioner of Education, all of the proposed new legislation calls for a relaxation of such review requirements. The current Part C research legislation requires State board of vocational education approval of all applications and proposals submitted by local educational agencies. The current Part D exemplary demonstrations legislation grants disapproval authority to State boards of vocational education on all applications and proposals submitted to the Commissioner. The current Part J bilingual vocational training legislation allows for State boards to comment on all applications and proposals submitted to the Commissioner. In the current Part I curriculum development legislation, there is no requirement for State review of applications and proposals submitted to the Commissioner. The Administration's vocational education legislation provides the State boards with an opportunity to review all applications and proposals submitted to the Commissioner, but with no approval or disapproval authority. The AVA bill retains the requirement of State board approval of all applications and proposals from local educational agencies submitted to the research program, provides the State boards with opportunity to review all applications and proposals, without specific approval or disapproval authority, submitted to the exemplary demonstrations program, and provides no requirements for State board reviews for the applications and proposals submitted to the curriculum development program and the personnel training program. The AACJC

bill provides for no State board reviews of applications and proposals submitted to the Commissioner. The Pell bill as passed by the subcommittee contains the requirement that applications and proposals submitted by local educational agencies to the research program require State board approval and those submitted to the bilingual vocational training program require State board comment. The Perkins bill does not require that applications and proposals be reviewed by State boards, except that State boards are provided the opportunity to review those submitted to the bilingual vocational education program. In support of the Federal-State system of government in the United States, I support the position that applications and proposals submitted by local education agencies be required to obtain approval of the State boards.

Another issue relates to the administration by the States of their discretionary funds. The current Part C research authority permits the States to fund Research Coordinating Units (RCU's). The AVA sponsored bill, the Pell bill, and the Perkins bill specifically authorizes support for the RCU's. The legislative bills sponsored by the Administration and the AACJC do not authorize the States to utilize their discretionary research funds to support the RCU's or to use these discretionary funds to administer the discretionary programs.

An issue raised in the bills sponsored by the AVA and the

Honorable Carl D. Perkins concerns support for a national R&D center or centers in vocational education. The AVA proposed legislation for research would authorize the U.S. Commissioner of Education to support a national center or centers for R&D in vocational education. The Perkins bill authorizes the U.S. Commissioner of Education to support a national center for research in vocational education. The other proposed bills do not make any reference to such centers.

The American Vocational Educational Research Association (AVERA) Task Force on Funding R&D for Vocational Education has reviewed a number of these issues and has made recommendations concerning them. The Task Force recommends a continuation of the sharing of the discretionary funds between the Federal government and the States. However, the Task Force recommends that the Federal government receive 25 percent of the funds and the States 75 percent rather than the fifty-fifty split. The Task Force recommends consolidation of the Part C research program, the Part D exemplary demonstrations program, and the Part I curriculum development program, but not the Part F personnel training program. The Task Force recommends that the U.S. Commissioner of Education's funds be focused on national priorities, that these funds not be allotted by State, and that no State board of vocational education approval be required for applications and proposals submitted to the U.S. Commissioner of Education.

Committee on Vocational Education Research and Development

The National Academy of Sciences (NAS) is conducting a study of vocational education research and development. This effort is focusing on the Part C research program, the Part D exemplary demonstrations program, and the Part I curriculum development program. It is focusing on the legislation, the management of the programs by the Federal government and the States, and the impact of the projects that have been supported.

Typically, the NAS conducts its studies through committees of eminent scientists and scholars. The work of a committee is supported by professional and secretarial staff and such other resources as may be required. A committee may create special subcommittees, commission technical papers, conduct site visits, and call upon experts for assistance.

The NAS has appointed the Committee on Vocational Education Research and Development. The members of the Committee are as follows:

Rupert N. Evans, University of Illinois (CHAIRMAN)

Claude Brown, Teamsters Local Union No. 688, St. Louis, Missouri

Gloria S. Cooper, The Ohio State University

John R. Guemple, Texas Education Agency

Mary Allen Jolley, American Home Economics Association

John D. Krumbultz, Stanford University

Duane R. Lund, Staples, Minnesota, Public Schools System

Pamela A. Roby, University of California at Santa Cruz

David Stern, Yale University

Gordon I. Swanson, University of Minnesota

Robert E. Taylor, The Ohio State University

The report of the Committee is due this summer. The vocational education R&D community should be anticipating the report and should be ready to respond to it in a scholarly way. For information concerning the work of the Committee, write to Dr. Sherman Ross, Executive Secretary, Committee on Vocational Education Research and Development, National Academy of Sciences, 2101 Constitution Avenue, Washington, D.C. 20418. His telephone number is (202) 389-6244.

Research Comparability

A common criticism of vocational education R&D is that it is not having an impact on vocational education. I believe it is having a significant impact, however, in the interest of furthering the cause of vocational education R&D, we must be responsive to this criticism. Dr. Mary Bach Kievet in her 1975 presidential address to AVERA set forth a proposal that could enhance the impact of the vocational education R&D effort. She calls for the vocational education R&D personnel to build a shared language of definitions and measures of critical descriptive, marker, and outcome variables and to build the

norms which are supportive of the sustained inquiry essential to sound development and utilization phases. We should follow through on her proposal. The Special Interest Group on Vocational-Technical Education of AERA in cooperation with AVERA could make a significant contribution to vocational education R&D by actively and systematically pursuing her proposal.

REFERENCES

Legislative Bills

1. Administration's elementary and secondary education bill, "Financial Assistance for Elementary and Secondary Education Act," H.R. 12196, U.S. House of Representatives, 94th Congress, March 1, 1976.

2. Administration's vocational education bill, "Vocational Education Act of 1975," H.R. 6251, U.S. House of Representatives, 94th Congress, April 22, 1975.

3. AACJC bill, "Postsecondary Vocational Education Act of 1975," H.R. 3036, U.S. House of Representatives, 94th Congress, February 6, 1975.

4. AVA bill, "Vocational Education Amendments of 1975," H.R. 3037, U.S. House of Representatives, 94th Congress, February 6, 1975.

5. Pell bill, "Education Amendments of 1976," S. 2657, U.S. Senate, 94th Congress, November 12, 1975 (March 23, 1976 as modified by Subcommittee on Education).

6. Perkins bill, "Vocational Amendments of 1976," H.R. 12835, U.S. House of Representatives, 94th Congress, March 29, 1976.

Other References

7. AVERA Task Force on Funding R&D for Vocational Education, "First Report," Beacon, July 1975.

8. Mary Bach Kievet, "AVERA Presidential Address," Beacon, January 1976.

9. Edward J. Morrison, editor, Alternative Models for Funding Research and Development, AVERA, 1976.